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AIR TRANSPORTATION

I. The USSR internal policy on civil aviation has been guided in general by military planning. The Civil Air Fleet (Glavnoye Upravleniye Grazhdanskovo Vozdushnovo Flota - GUCVF), always under Government control, has gone through various phases of military subordination. Most key personnel of the GUCVF appear to be drawn from military aviation components, with a Marshal of Aviation as the Chief.

Soviet international civil aviation policy has undergone no perceptible change since August 1944, when Soviet and US representatives met in Washington prior to the Chicago Conference on International Civil Aviation. At that time, part of the Soviet statement stressed that "transit carriage through the USSR will be carried out only by Soviet planes." In air agreements since 1945 Soviet international civil air policy has taken the following pattern: to retain freedom of action in air matters for the Soviet Union, to effect virtual control of air space and civil air organization through joint enterprises in Soviet-satellite countries, and to keep well beyond the Soviet borders the termini of foreign airlines seeking to do air transport business with the USSR.

II. The two organizations chiefly concerned with civil aviation in the USSR are the Main Administration of the Civil Air Fleet (GUCVF); and the Administration of Polar Aviation, under the Northern Sea Route. In 1946 the GUCVF was made a component of the Ministry of the Armed Forces, after having been directly

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under the Council of Ministers. On reorganization in February 1950 it became a subordinate component of the newly established Ministry of War. The March 1953 reorganization combined the Ministry of War and the Ministry of Navy into the Ministry of Defense, so at present the GUGVF functions under that Ministry.

The Chief Directorate of the Civil Air Fleet controls the operation of a major airways network for scheduled passenger freight and mail service. The intra-Soviet Union and international aspects of these operations are popularly known as Aeroflot. The GUGVF also controls through its territorial directorates subsidiary networks of feeder lines.

The territory over which the Civil Air Fleet operates is divided into some 25 territorial administrations and independent aviation detachments, the areas of which frequently coincide with political subdivisions of the USSR. These regional divisions are organized along the lines of the GUGVF with corresponding subordinate staff sections. They are responsible to the GUGVF for direction and control of civil air traffic within their particular areas and for inter-territorial operations.

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The GUGVF also exerts a measure of control over the para-military and civil aviation activities of other ministries such as Internal Affairs, Public Health, the Volunteer Society for Cooperation with Army, Air Force and Navy (DOSAAF), the Hydrometeorological Service, the Aircraft Industry; the Academy of Sciences and others. It is concerned with international civil aviation relations and controls the joint Soviet-satellite civil air enterprises set up in certain of the Satellites.

In the reorganization of 1953, the Administration of Polar Aviation, the civil air services of the Northern Sea Route, comes under the Ministry of Sea and River Fleet. Consolidation of the Ministries will probably have slight effect on air operations. The air routes have been integrated with river transport on the Ob, the Yenesei and the Lena, as well as with Aeroflot's transcontinental route.

III. The Minister of Defense, at present, is Marshal of the Soviet Union, N. A. Bulganin. It is not known whether or not, in the 1953 consolidation, the Chief of the GUGVF, Marshal of Aviation Semen Feodorovich Zhavoronkov, will be replaced. He was previously associated with naval aviation and there may

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be a change to an Army representative, but any such change would probably have little effect on the over-all policy.

The Minister of the Sea and River Fleet, Z. A. Shashkov, an expert on river transport, would undoubtedly be interested in keeping up the Polar Aviation air links which are so important to transport on the great rivers flowing into the Arctic.

IV. During the post war period of reconstruction and expansion of the Soviet economy, civil aviation has been assigned an important role. According to Soviet claims the development of air transport has been steady; - in 1940 the length of USSR air routes was 138,700 kilometers, in 1945 - 142,000 kilometers, and in 1950 - 175,000 kilometers. The 1950 goal, indeed, was said to have been reached in 1948.

In 1945 transport planes carried almost twice as many passengers as in 1940 and in 1947 four and a half times as many. There are approximately 1,600\* two engine transport aircraft in use in the USSR for civil aviation at present. Approximately 350 of the total are Il-12s (Ilyushin -12), Soviet built two-engine transports with a carrying capacity of 18 passengers and

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\* This total does not include aircraft assigned to civilian air clubs but does include aircraft belonging to the Administration of Polar Aviation.

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25X1 cargo; and 1,250 are Li-2s (Lisitsin-2), Soviet built counterparts of the US C-47. The total of 1,600 for 1953 is the same as that given for 1951

25X1 [redacted] The 1949 total is given as 3,000 major  
25X1 transport aircraft [redacted] and for 1 January

1947 there were 5,000 major transport aircraft [redacted]

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25X1 [redacted] No dependable estimates are available for the period immediately following the war when air transport was in process of transfer from a military air transport service to a civil aviation system which would both permit rapid communication between widely separated sections of the USSR and act as a reserve organization to augment Soviet military air power. A table recapitulating the number of transport aircraft by years (1947-1953) is included at the end of this section.

The various services such as those to agriculture, fisheries and public health increased radically, and the transport of goods was an important asset to the Soviet economy particularly in the Far East. In March 1950 the Soviet-Chinese Joint Stock Company for Aviation (SKOCA) was set up, connecting

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Peiping with three points in the USSR via Manchuria, Mongolia and Sinkiang Province. The Communists boast of air connections from Moscow to Peiping, as well as to the European satellites, where apparently a certain amount of integration of airlines into the Soviet network (reported in July 1951), has been going on. Improvement in air facilities, spurred by the use of jet military aircraft, has been of benefit to civil air transport also.

At present, however, the USSR has no four engine, long range air transport in use on scheduled operations,\* nor have Soviet engineers apparently been successful in producing a usable large transport aircraft. Transport cost is staggering in materiel and personnel with the Il-12 and Li-2, two-engine aircraft now in use between widely separated areas of population, compared to what it would be with efficient transport types. This is not necessarily important in maintaining a national economy in which the factors are arbitrarily established, but the lack of a long range transport is a deterrent to methods that might be used in broadening the Soviet bloc sphere of influence.

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\* Two long range transports were designed in 1947: a) the Il-18 (Ilyushin) four engine transport (similar to DC-4) 67 passengers; b) TU-70 (Tupolev) four engine transport (transport version of the B-29) 72 passengers. Neither of these transports has appeared on scheduled air routes. There is no evidence that either has gone into production.

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V. The Fifth Five Year Plan for civil aviation points up, in general terms, efficiency of operation of air transport. It stresses year round operations, all-weather flights, improvement of air facilities and speed and economy in the maintenance of schedules. It also emphasizes special services such as those to meteorology, geology, forestry, agriculture and public health. The fact that no special mathematical increase was set as a goal for Aeroflot's transcontinental or regional operations does not necessarily mean a lag in progress. Any increase and improvement in air facilities, even though undertaken for the use of the Soviet or Satellite Air Forces, give civil air transport a huge potential in modern airfields, strategically placed, in Europe and the Far East.

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NUMBER OF TRANSPORT AIRCRAFT IN THE USSR

1947	1948	1949	1950	1951	1952	1953
5,000*	7,335**	3,000***	3,000***	1,600****	1,600****	1,600****

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\* As of 1 January 1947 [redacted] major transport aircraft of C-47 type.

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\*\* [redacted] For light transports USSR produced 4,673 La-2 aircraft from 1940-47 and Lend Lease statistics give 750 C-47s from the United States. From April 1946 to January 1949 it is estimated Il-12 production totalled 1,500. Applying wartime attrition rates for the periods 1940-45 and normal attrition rates for the period 1946-48 it is estimated the Soviet Union has in operational condition 2,120 C-47/DC-3 type transports and 1,440 Il-12 transports in addition to 3,775 communications utility aircraft.

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\*\*\* This figure includes aircraft of C-47<sup>type</sup> or better, controlled by Soviet civil aviation organizations [redacted]

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\*\*\*\* This figure is for Civil Air operations alone. It does not include aircraft assigned to civilian air clubs but does include aircraft belonging to the Administration of Polar Aviation (NIS 26, Section 37, March 1951). There is a study under preparation now (July 1953) in Hqrs. USAF, AFOLN which is expected to give a late figure for the number of aircraft in civil aviation in the USSR.

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